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ABSTRACT

The Arizona State Employment Service (ASES) provides employment and manpower services to Arizona's American Indian labor force. Functions of the ASES include the standard services of placement, testing vocational guidance, and manpower information dissemination, which resulted in the placement of Indians on 19,595 jobs in 1970. The ASES has instituted specialized services and facilities directly aimed at meeting specific employment problems of Indians (e.g., Indian branch offices, job development programs, and manpower resources development programs). Services provided by ASES and other agencies to Arizona Indians seeking employment and training are described in this annual report; information is also presented on population, employment, and economic development on reservations. Related documents are ED 033 798, ED 043 403, and ED 043 419. (JH)

ED 059003

Employment Security Commission of Arizona

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ARIZONA STATE EMPLOYMENT SERVICE

UNEMPLOYMENT INSURANCE DIVISION

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MANPOWER SERVICES TO ARIZONA INDIANS 1970

Eighteenth Annual Report

June 1971

Research and Information Series No. OPR-2-71

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PREFACE

The Employment Security Commission of Arizona is continually providing and expanding its employment and manpower services to Arizona Indians living on and off reservations. Such services are an important and integral part of the operations of this agency.

This report, compiled by Franklin L. Naylor III, Manpower Analyst, is the eighteenth in the series of annual reports on the activities and accomplishments of the Employment Service on behalf of the Indians of Arizona. Herein are also included descriptions of the services that other agencies provide to Arizona Indians seeking employment and training as well as information on population, employment, and economic developments on reservations.

The Employment Security Commission is grateful for the valuable assistance provided by the many organizations and individuals who contributed time and information to the preparation of this report.

EMPLOYMENT SECURITY COMMISSION OF ARIZONA
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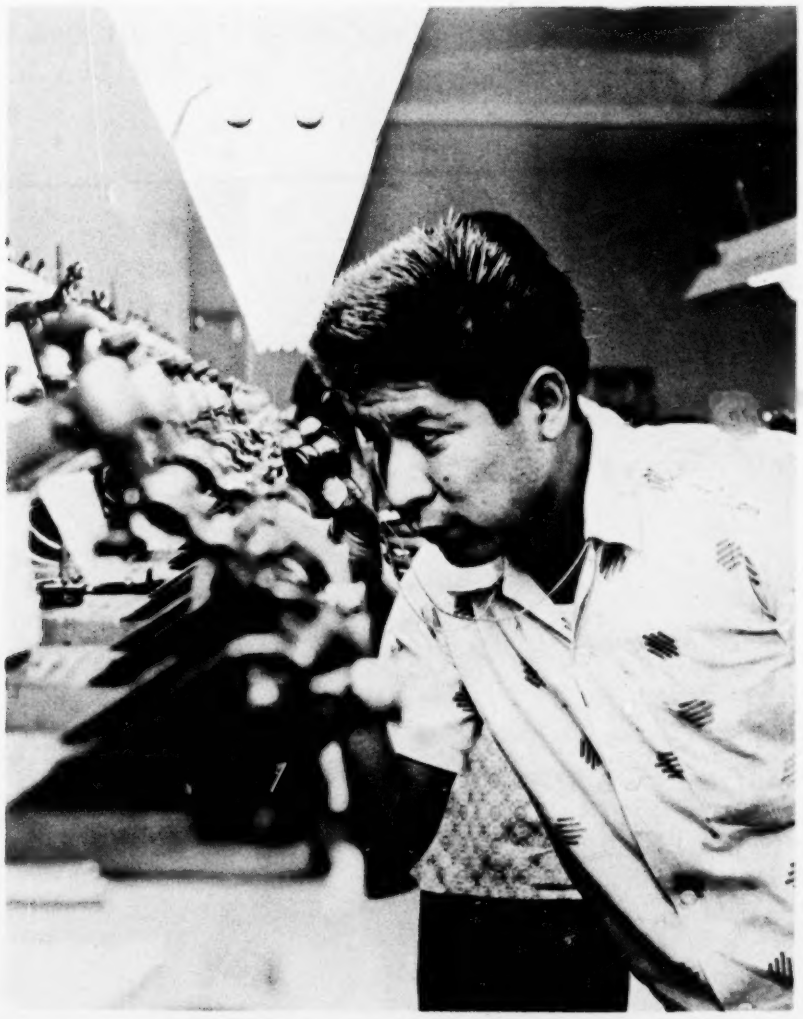
I.
HIGHLIGHTS



Indians in Arizona now total 95,812, according to 1970 census data. The 19 reservations in Arizona encompass almost 31,000 square miles, comprising more than one-third of all land owned by or allotted to Indians in the entire United States.

Since July 1965, 12 Indian industrial development corporations have been created with the assistance of the Bureau of Indian Affairs, Industrial Development Branch.

The Arizona State Employment Service placed Indians on 19,595 jobs in 1970, of which 12,226 were nonagricultural jobs, and 7,369 were agricultural.

Indian placements in professional, sales, and clerical occupations in 1970 totaled 571, a 32% increase over last year.

The Indian Development District of Arizona, Inc., with funding from the Small Business Administration, is training Indians in the management of businesses.

Two studies of Indian manpower resources show detailed information on four reservations in Arizona: the Navajo, Fort Apache, Papago, and San Carlos, and two reservations in New Mexico.

The Arizona State Employment Service maintained Indian branch offices at Chinle, Ganado (on an itinerant basis only), Tuba City, Kayenta and Window Rock on the Navajo Reservation; one at Keams Canyon on the Hopi Reservation; and one each at Whiteriver on the Fort Apache Reservation, at San Carlos on the San Carlos Reservation, at Sells on the Papago Reservation, and at Sacaton on the Gila River Reservation. All of these branch offices are manned by personnel who are Indians and members of the tribes which they serve.

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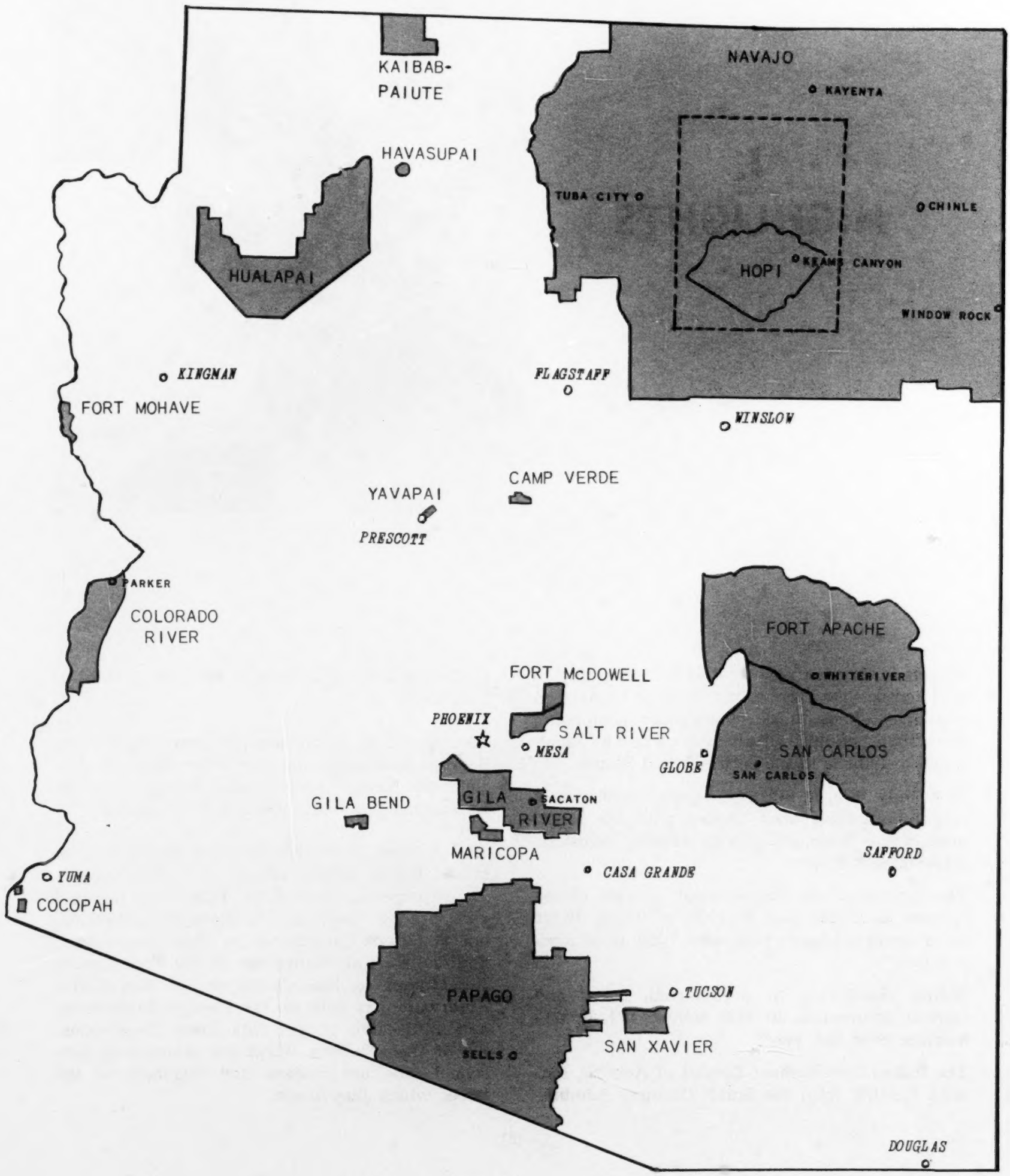
ARIZONA INDIAN RESERVATIONS

AND PRINCIPAL ARIZONA STATE EMPLOYMENT SERVICE
OFFICES SERVING INDIANS



II.
GENERAL INFORMATION ON INDIANS IN ARIZONA

No state contains more Indian land than Arizona, and only Oklahoma (according to 1970 preliminary census data) contains more Indians. Arizona reservation land area exceeds the combined areas of Massachusetts, New Hampshire, and Vermont. The Navajo Reservation alone is half again as large as any one of these states.

A. Reservations and Population

Arizona's 19 reservations encompass some of the world's most magnificent scenery, ranging from parts of the Grand Canyon to Monument Valley, the majestic White Mountains, and rugged desert valleys. The total land mass of these reservations totals almost 31,000 square miles and is equal to more than one-third of all land owned by or allotted to Indians in the entire United States. The reservations include over 27% of all land in the state of Arizona.

In 1900, Arizona's Indian population totaled approximately 27,000, and according to 1970 census data the population is just under 96,000. Previous estimates had listed the 1970 total as high as 120,000, but it now appears these were too high. Because of the remoteness of some reservation dwellers and the mobility of some of the people, an accurate count is difficult at best. A table showing the estimated resident population and area of Arizona's reservations follows:

POPULATION AND AREA OF ARIZONA RESERVATIONS
March 1970

Reservation	Tribe(s)	On-Reservation Population*	Service Population*	Area in Square Miles
Ak-Chin (Maricopa)	Papago	240	248	34
Camp Verde	Yavapai-Apache	314	690	1
Cocopah	Cocopah	63	101	1
Colorado River	Mohave-Chemehuevi	1,297	1,730	353
Fort Apache	Apache	5,953	6,230	2,601
Fort McDowell	Yavapai	280	335	39
Fort Mohave**	Mohave	226	336	37
Gila Bend	Papago	244	446	16
Gila River	Pima-Maricopa	5,241	7,992	581
Havasupai	Havàsupai	270	370	5
Hopi	Hopi	4,966	6,144	3,863
Hualapai	Hualapai	682	1,033	1,550
Kaibab	Paiute	60	138	188
Navajo	Navajo	N.A.	71,396	14,014
Papago	Papago	4,688	7,218	4,334
Salt River	Pima-Maricopa	2,040	2,345	73
San Carlos	Apache	4,404	4,709	2,898
San Xavier	Papago	574	2,090	111
Yavapai-Prescott	Yavapai	90	90	2

*Source: Bureau of Indian Affairs.
**Most of the Fort Mohave population lives on the California side of the reservation.

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INDIAN POPULATION BY COUNTY

County	1960 Census	% of County Population	1970 Census	% of County Population
State Total	83,387	6.4	95,812	5.4
Apache	22,814	75.0	23,994	74.3
Cochise	108	.2	152	.2
Coconino	11,668	27.9	11,996	24.8
Gila	3,513	13.6	4,591	15.7
Graham	1,249	8.9	1,682	10.1
Greenlee	182	1.6	124	1.2
Maricopa	8,136	1.2	11,159	1.2
Mohave	727	9.4	869	3.4
Navajo	19,324	50.9	23,023	48.3
Pima	7,307	2.8	8,837	2.5
Pinal	5,760	9.2	6,405	9.4
Santa Cruz	17	.2	22	.2
Yavapai	780	2.7	686	1.9
Yuma	1,802	3.9	2,277	3.7

Source: Bureau of Indian Affairs; Statistics Division.

An estimated 15,000 Indians live off-reservation in the state, primarily in the Phoenix, Tucson, and Flagstaff areas. The above table compares 1970 census information with 1960 census counts by county of residence for Arizona Indians.

B. Economic Developments on Reservations

In recent years, the economy of some reservations has become more diversified, with private industry added to government agencies and tribal enterprises as employers.

Since a greater percentage of Indians than non-Indians is unemployed or underemployed, an important service to Indian peoples is to help provide them economic development that will offer employment opportunities, especially on reservations where such developments of ample magnitude have been slow to materialize in the past. In recent years, three federal agencies have focused a great deal of attention on promoting economic developments on or near reservations. Although these agencies do not provide direct manpower services to Arizona Indians, they have helped to create employment opportunities for them by encouraging and assisting the development of businesses on reservations.

BUREAU OF INDIAN AFFAIRS

The Industrial Development Branch of the Bureau of Indian Affairs (BIA) encourages the location of industries on or near reservations to provide job opportunities for those Indians who do not wish to leave the reservation areas. To accomplish this, it cooperates with private enterprises and civic bodies, as well as with federal, state, and tribal agencies. It has helped to provide many jobs for Arizona Indians through its assistance in creating local Indian industrial development corporations and in fostering other businesses in the reservation areas.

Thirty-six years ago, federal legislation was enacted (Indian Reorganization Act of 1934) establishing the Indians' right of self-government through their tribal councils and reorganizing the Bureau of Indian Affairs as a counselor and provider of technical assistance and as a trustee of Indian land. This legislation also made it possible for tribes to enter directly into business dealings with non-Indians concerning the use of their lands, with the Bureau of Indian Affairs acting as arbiter. Supporters of this arrangement, who envisioned Indians signing leases with industrial leaders and predicted industrial complexes stretching over Indian reservations, saw only a few of these visions come to pass during the first 30 years following the legislation. This was due

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primarily to three factors: the geographic isolation of the reservations, the Indian's unsophisticated business knowledge, and limits on lease duration.

The advantages a business or industry could gain by locating on Indian land—low-cost land leases and real estate tax breaks—did not attract industry to reservations because these advantages were offset by other factors. The Indians could not compete successfully with more professionally organized development boards promoting non-Indian lands which could offer the type of help that businessmen seeking new plant sites need. Thus, few industrial developments sprang up, and the jobs which Indians so desperately needed amounted to a trifling number.

A breakthrough for those wishing to bring about industrial development on Indian reservations came in August of 1965 with the passage of the Public Works and Economic Development Act, an anti-poverty measure administered by the Department of Commerce and designed to help communities, areas, and regions in the United States which were chronically impoverished, by stimulating economic activity. All of the Indian reservations in Arizona were classified as depressed areas under the Public Works and Economic Development Act's definition; thus, funds became available in 1965 to encourage and bring about economic development on reservations.

The Industrial Development Branch of the BIA, which was created to encourage and aid tribal endeavors to attract industrial and other business enterprise to reservation localities, was quick to seize on the opportunity that EDA funds would provide Arizona Indians. Because only public or private non-profit agencies in economically depressed areas could apply for EDA monies, it began to encourage Indian development corporations even before EDA was enacted. In July of 1965, with the assistance of BIA's Industrial Development Branch, the first Indian industrial development corporation in Arizona, the San Carlos Apache-Globe Development Corporation, was formed. Subsequently, eleven other Indian development corporations were created. These are listed in the following table along with employment totals for each.

INDIAN DEVELOPMENT CORPORATIONS OF ARIZONA

Development Corporations	Industrial-Park Employment (Total/Indian)	On Reservation Employment (Total/Indian)	BIA Assisted Off-Reservation Employment (Total/Indian)
Colorado River Tribes	None	92/13	270/12
Fort Apache	None	153/113	None
Fort Mojave	None	None	None
Hopi Tribal	181/150	9/6	None
Papago Tucson	None	24/19	None
Pima-Chandler	347/124	87/45*	147/79*
Pima-Coolidge	93/42		
Salt River Pima-Maricopa	INA	11/5	None
San Carlos Apache-Globe	None	1/1	None
San Tan	None	Includes same area as Pima-Chandler and Pima-Coolidge	

* Includes San Tan.

These corporations are state-chartered, nonprofit organizations which have boards of directors composed of both Indians and non-Indians. The Indians on a board of directors are residents of the reservation on which the corporation operates. The non-Indian members, experienced in business, live in areas adjacent to the reservation (e.g., Globe near the San Carlos Reservation). These joint venture corporations are, in most instances, in complete charge of industrial park development and subleasing in their respective areas. An Indian development corporation operates by leasing Indian land for a nominal amount from a reservation (e.g., $100 for a 50-acre site on a renewable 25-year lease on the San Carlos Reservation) and then, in turn, subleasing individual sites to industry with a high percentage of the income from leases, approximately 90%, going to the tribe owning the land. The other 10% of the income from the subleases offsets the development corporation's expenses. Through the various titles of the Economic Development Act of 1965 and with the participation of the banking community, 100% financing for industrial site preparation is available. Federal financing obtained by these corporations for reservation industrial park development includes not only construction costs, but also legal and engineering fees, and interim financing needs. Site preparation includes everything from leveling to landscaping. A total of over seven million dollars in all categories of financing has been obtained thus far for these various projects and their business tenants. An additional seven million dollars has been made available to Indian reservations for other types of economic development. By using the funds made available by EDA, these nonprofit development corporations can offer interested industry and businessmen attractive plant sites on Indian lands. Through a combination of funding (e.g., EDA, SBA, and private sources), industrial and commercial prospects locating in the park have access to very attractive business loans for building and equipment needs and, in some instances, working capital. The prospects for accelerating industrial development on Indian reservations now look very encouraging.

ECONOMIC DEVELOPMENT ADMINISTRATION

Another agency that recognized the severe problems of Indian reservations in entering the mainstream of the American economy is the Economic Development Administration (EDA) of the U. S. Department of Commerce. Thus, in 1967 EDA set up its Indian Desk in the Office of Policy Coordination to work with the tribes and help administer funds approved for Indian projects. Since some of the members of the staff are Indians, they are well aware of the reservations' needs, such as modern health, educational, social, and recreational facilities, as well as meaningful jobs for Indians, if they are to be self-sustaining. The Indian Desk also works closely with other agencies—federal, state, and local—as well as private industry, to coordinate economic development activities on reservations. It is EDA's policy in the Indian assistance program to concentrate its efforts and funds on selected reservations for extensive growth programs, rather than spreading its resources thinly over all reservations. Since Arizona has one of the largest Indian populations, its reservations have received considerable assistance from EDA.

The following table shows EDA funding from 1966 through September of 1970 for assistance in a variety of projects, such as a rehabilitation center, industrial parks, vocational, community, and tourist facilities, sewer treatment plants and extensions, bridges, and recreational facilities.

SUMMARY OF EDA APPROVED PROJECTS

Indian Reservation	Public Works		Business Loans	Planning Grants	Technical Assistance
	Grants	Loans			
Apache County: Navajo Tribe				$75,000	
Cocopah	$ 24,000				
Colorado River	635,000	$ 81,000			
Fort Apache	2,205,000	121,000	$1,204,000		$170,000
Gila River	3,777,000	683,000	115,000		33,000
Havasupai	70,000				
Hopi	642,000				
Hualapai	114,000				
Navajo	4,913,000	1,772,000			70,000
Papago	335,000	43,000	1,203,000		
Salt River	299,000	32,000			22,000
San Carlos	1,279,000	226,000			39,000
San Xavier					10,000
Also, there were two Indian organizations receiving funds, as follows:					
Arizona Affiliated Tribes					$ 10,000
Indian Development District of Arizona, Inc.					378,000

Source: EDA Directory of Approved Projects, as of September 30, 1970, a U. S. Department of Commerce publication.

SMALL BUSINESS ADMINISTRATION

Another agency of the federal government which helps to make sound business opportunities available to individuals is the Small Business Administration (SBA). In recent years, SBA has made a number of small business loans to Indians in Arizona, most of them for on-reservation enterprises. Such loans for Indians received even more emphasis when, in May of 1969, the SBA started its Operation BUSINESS MAINSTREAM, a bold new innovative program under an Assistant Administrator for Minority Enterprise. Operation BUSINESS MAINSTREAM brings all of SBA's programs and services together in a coordinated effort to make sound business opportunities available to minority individuals.

In all of its Minority Enterprise activities, the SBA works closely with other government agencies at all levels, trade associations, larger businesses, franchisors, and with local civic and business organizations.

Other Agencies

Two other organizations involved with planning and assisting in economic developments affecting reservations are the Four Corners Regional Commission and the Arizona State Department of Economic Planning and Development.

The Four Corners Regional Commission was formally organized in September of 1967. It represents a new approach to economic development, recognizing that many economic problems transcend state and local boundaries and can best be dealt with on a regional basis. The Commission is designed to spur the economic growth of a 92-county area of Arizona, Utah, New Mexico, and Colorado. The Commission's job is to inventory the resources of the region, analyze its problems, establish economic goals, and propose a plan for achieving those goals.

The following counties in Arizona are involved: Apache, Coconino, Gila, Graham, Greenlee, Mohave, Navajo, Pinal, and Yavapai.

The Arizona Department of Economic Planning and Development began in July of 1968. The Planning Division of this department is charged with the responsibility for economic planning and research and for scientific and technological planning. The directions of the Planning Division are parallel to the broad goals of the Four Corners Regional Commission and will lead to the refinement of an Overall Economic Development Plan for the State of Arizona, which will affect the Indian reservations as well.

Business developments on Arizona reservations now include manufacturers of clothing, large metal shipping containers, pyrotechnics, electronics components, styrofoam containers, furniture products, including aluminum outdoor furniture; mining developments; prefabricated housing operations; various retail firms; a number of motels, restaurants, and other tourist and recreational facilities; plus service stations, a laundry, and a landscaping company. A number of other tourist and recreational facilities are being planned or constructed at the present time.

Roads, water and sewage systems are being developed, and more projects have been funded or planned, including medical and nursing home facilities.

C. Indians Today — Social and Economic Characteristics

Keeping in mind that there can be no definitive "economic and social characteristics" data about people for whom there is no definitive demographic data, the following presents an overall picture of the quality of life for reservation Indians.

HEALTH

In 1968, the average age at death was reported to have been approximately 44 years for reservation Indians, as contrasted to a national average of 65 years. There has been much improvement in the health area in the last two years. Today, an Indian baby can expect to live to age 63.8, while the average life expectancy for the total U. S. population is estimated to be 70.2. The incidence of tuberculosis on reservations is reported to be between 5 and 7 times the national average. Suicide rates average three times the national average and, on some reservations, have been found to be ten times higher, with a disproportionate rate of occurrence among adolescents.

EDUCATION

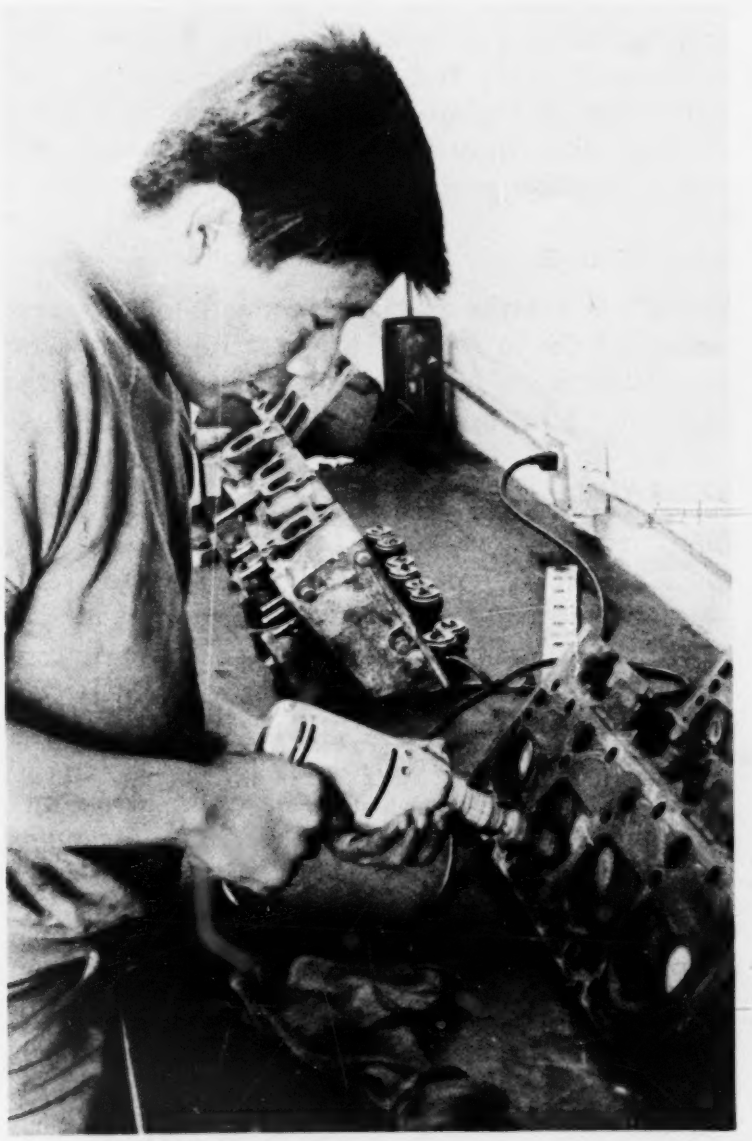
Reservation Indians are the most poorly educated minority group in the U. S. At present, approximately 57% of all reservation children are in public schools, while about 33% are in schools operated by the BIA and another 5% in mission

and other private schools. The average number of school years completed is 5.5, trailing both Negroes and Spanish-speaking. Between 50 and 60% of Indian students drop out before high school graduation. It should be noted here that, since World War II, there has been considerable migration from the reservations. This migration has been selective, in that there has been a greater tendency for the better-educated to migrate. In 1963, the median years of schooling for a representative sample of those leaving the reservation was 10.6 years.

EMPLOYMENT

When unemployment rates for American Indians are being discussed, it is important to realize that the traditional tools used for measuring unemployment may not be applicable. The difficulty of gauging Indian unemployment rates is due to the large proportion of Indians who are not in the labor force. While the average U. S. labor force participation rate in 1969 was approximately 60%, the corresponding rate for five sample reservations averaged about 40%. This disparity appears to be due to the reluctance of many Indians to seek employment. Among the reasons given most often for their lack of jobseeking were 1) ill health or physical handicap, 2) family responsibility, and 3) lack of necessary schooling, training, or experience.

Such figures as are available from the BIA and elsewhere, have indicated a range of unemployment from 12% to 74%, with an average around 40%. During the winter season in some areas of the United States, the unemployment rate reached 90%. On the largest reservation—the Navajo—85% of the potential work force was considered to be unemployed or underemployed in 1966.



CULTURAL FACTORS

Basic to the understanding of Indians and Indian attitudes is the fact of continuing tribalism; the clan and other aspects of a kinship system; language; and concepts pertaining to 1) time and leisure, 2) property rights, 3) cooperation and lack of competition, 4) reticence (and articulation), 5) sharing-in-the-present; not saving-for-the-future, 6) respect for the aged, and 7) status of the individual in his community which vary from the norms established by the dominant society.

In general, the Indian is more likely to live primarily in the present, with little concern for the future. This concept is consistent with his philosophy of life. Punctuality is a habit developed either by motivation or discipline, or perhaps a combination of both. In modern American culture, punctuality is not just a desirable quality, but a "moral" standard. This is generally not true in Indian culture. Motivation usually relates only to more immediate goals. To many Indians, life is moving with nature. Therefore, land is rarely regarded as a commodity. It "belongs" to anyone who wants to use it. Land is no more a personal possession than is air or sunlight or any other part of nature. Some Indian tribes are traditionally individualistic and competitive, but most of the Indian groups have survived because of the cooperative attitudes of their people. They worked and shared together in large families, in clans, in bands, and with neighboring tribes. In general,

they placed sharing and cooperation above individual differences and competition. Seldom would an individual Indian be singled out for special recognition or praise. Below is a comparison table of Indian and modern American value systems, which should be interpreted in general terms only and not as an absolute indicator of Indian characteristics.

COMPARISON OF CULTURE VALUE SYSTEMS[1]

Modern American Industrial
vs.
Indian and Spanish American Folk

Modern Industrial Values

1. **accumulates** wealth or things for better present and future life
2. **saves** and **plans for** rewards in the **future**
3. **lives in** the **future,** gives up immediate pleasures for a better future
4. **competitive,** tries for maximum achievement, engages in individual competition in work, etc.
5. **aggressive**—is a **problem solver:** takes positive action to correct weakness or to get what is needed to improve situation
6. **impatient**—feels an urgency to take action to improve conditions or better life status
7. accepts **majority rule**—generally accepts that the will of the majority must be recognized

Indian and Spanish Folk Values

1. **gives** things **away**—timeliness and grace of giving are important factors
2. **does not save,** as resources are available, uses them, shares them, or gives them away—would save only for provision of pleasure in immediate future, such as to give a party
3. **present oriented**—today is all important; enjoy today
4. **non-competitive**—generally, workers will gear themselves to the lowest producer in the group. "Team" or "clan"-type spirit prevails.
5. **withdraws** from unwelcome or unpleasant situation; does not push to correct or alleviate conditions
6. **patient**—passive attitude; submissive to nature
7. generally accepts only **unanimous rule** (e.g., an 80 percent majority probably would not influence the other 20 percent to accept the will of the majority)

[1] **Manpower Services to Minority Groups: A Desk Reference for E S Personnel.** U. S. Department of Labor, Manpower Administration.

ISOLATION

Arizona's Indians are isolated from the mainstream of economic activity in the state by reason of the physical remoteness of their reservations. Communication and transportation facilities on the reservations, although improving, do not approach the facilities in the rest of the state. Much of the Indian reservation terrain is beautiful—often spectacular—but the mountains, canyons, and forests do not lend themselves easily to the building of roads and communications lines. The sparseness of Indian population over large areas of land also contributes to transportation and communication problems on the reservations.

LANGUAGE

English is not the primary language of any reservation tribe in Arizona. Among the Indians who have little or no formal education, the knowledge of English is at best rudimentary.

TERRAIN

Many reservations have large land areas, and much of it is spectacular. "Navajoland" and "Apacheland" are publicized as tourist attractions, and Indian tribes do derive income from the tourist trade. Some tribes enjoy income from the timberlands, such as those on parts of the Navajo Reservation and on the Fort Apache and San Carlos reservations. Yet the unfortunate fact remains that much of Indian reservation land is unproductive.

Raising livestock and growing crops on the desert, or in the mountains and canyons, is quite often difficult. Where the soil and precipitation permit, agricultural pursuits are followed, but there is more barren than fertile land on the reservations, and the fertile land is susceptible to drought.

D. The Indian's Status in the Arizona Job Market

There is little doubt that Indian unemployment is far higher, and the median income lower, than that of any other significant ethnic group in the state. The causes of unemployment and the low income level among Arizona's Indians are many and are, in turn, problems in themselves. The previously mentioned social and economic characteristics are some of the underlying problems. A few methods to reduce unemployment and alleviate these problems are listed below.

INFORMATION

More accurate knowledge of the actual and potential Indian labor force is needed in order to pinpoint the areas of greatest need and to more effectively plan and carry out manpower services to Indians.

From time to time, at the request of local communities, area resource studies are prepared by the Manpower Research and Analysis Section of the Arizona State Employment Service. These studies give comprehensive data on the areas surveyed, and some of them include information on Indians in or near the communities. The following area studies include such information:

Area Resource Study	Publication Date
Coolidge-Florence	1968
Flagstaff	1969
Gila Bend	1969
Parker	1968
Prescott	1968
Winslow	1970
Yuma	1969

Indians need information also. Many Indians, particularly the inhabitants of the more isolated portions of the reservations, are not aware of services and programs that may be available to them.

Indians need vocational orientation. The world of work off the reservation, other than seasonal farm labor, is an unknown factor to most reservation Indians. Prevocational orientation in school is especially needed to help motivate and direct Indian youth toward preparation for earning an income.

OUTREACH

Indians working on Indian Community Action Projects in the state report that it is not sufficient simply to advise tribal leaders of available manpower services. Indians in many areas are reluctant to take the initiative in applying for available aid. They may be embarrassed about their ignorance of how to apply; they may lack basic things such as paper and writing implements; or they may not be able to read and write. These same people will, however, readily respond to the initiative taken by representatives of an agency such as the Arizona State Employment Service to go to them and assist them in obtaining services designed to help them economically.

Although the Indian's status in the Arizona job market has placed him in a disadvantaged position in the past, there are hopeful signs that it will continue to improve. Tribal organizations are taking a more active part in the further development of Indian lands, and more industry is being attracted to reservations.

The education of Indian youth is receiving new attention. The first reservation kindergarten in Arizona opened in September 1968 at Sacaton. More Indian children are now attending schools, and the quality of their education is improving. Throughout the country, the number of Indians attending college has grown. "In 1968, over 4,400 Indians were enrolled in universities and colleges, compared with less than 2,000 a decade ago."[1]

Although unemployment rates on reservations are still much higher than the national rate, they have been steadily decreasing. Manpower programs have been and are continuing to be developed through various agencies to train Indians seeking employment.

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[1] **Manpower Report of the President,** January 1969.

III.
ASES SERVICES TO INDIANS

Since before World War II, the Arizona State Employment Service (ASES) has been providing employment and manpower services to Arizona's Indian labor force. These functions include the standard services of placement, testing, vocational guidance, and manpower information dissemination.

Over the years, the ASES has also instituted specialized services and facilities directly aimed at meeting the specific problems faced by Indians in seeking employment and a higher level of income. Included in these services are Indian branch offices of the ASES, job development programs, and manpower resources development programs.

A. Indian Branch Offices

In the early 1950's, the ASES extended its services and assumed primary responsibility for placement of Indians, whether on or off the reservations, and whether for temporary or permanent agricultural or nonagricultural employment. Funds have been provided for the establishment and operation of ten full-time branch offices serving Arizona Indians. Five of these were established in 1952 on the Navajo and Hopi reservations at Tuba City, Kayenta, Chinle, Ganado and Oraibi, respectively. In 1955, a full-time branch office was established at San Carlos to serve the San Carlos Reservation. The office at Oraibi was moved to Keams Canyon in 1961, and the office at Ganado was placed on an itinerant basis in 1970. Window Rock had been served on an itinerant basis since 1963, and, in January 1968, was established as a full-time branch office, as were Sells on the Papago Reservation and Sacaton on the Gila River Reservation. Each of the offices is staffed by at least one trained Indian interviewer, and several of the offices have two. The local offices with branch offices on reservations are the following:

Local Office	Branch Office	Staff
Casa Grande	Sacaton	1
Flagstaff	Kayenta	2
	Tuba City	1
Globe	San Carlos	1
	Whiteriver	2
Tucson	Sells	1
Winslow	Chinle	2
	Ganado	Itinerant
	Keams Canyon	1
	Window Rock	2

On April 20, 1966, the Arizona, New Mexico and Utah state employment services, the Navajo Tribal Council, the Bureau of Indian Affairs, and the United States Public Health Service signed a tri-state "Agreement to Improve Manpower Services to the Navajo Tribe." The purpose of the Agreement is to establish, through the cooperation of the six participating agencies, more efficient procedures for recruiting and placing Navajo Indians residing in the three states. The Agreement lists the responsibilities of each agency and the recruitment and clearance procedures to be followed.

The facilities of the ASES are available to all Arizona Indians regardless of whether they reside on or off the reservation, and whether they are applicants seeking employment or employers seeking workers. Itinerant service is provided to several reservations which do not have permanent branch offices. Services offered include job placement, vocational guidance, testing, labor market information, community relations, man-

power training, and selective placement services to veterans, handicapped, older workers, youths, and women.

JOB DEVELOPMENT

Whether living on or off a reservation, the Indian has his own particular employment problems due to insufficient educational and employment background. Special effort is often necessary in order to develop job opportunities.

Job opportunities development for Indians on and off reservations is a process which requires a number of steps. Cooperation with tribal and reservation officials to attract new industries and new jobs is a continual activity in the total program. Through personal employer visits and telephone contacts, efforts are made to obtain job openings for Indian workers and to promote the Indian as a productive manpower resource.

All news media are utilized to express to employers and to the public the employment needs of Indians and to communicate to the Indian workers the availability of job opportunities. Several radio stations throughout the state broadcast programs in native Indian dialects, and ASES jobcasts are made on a regular basis to their Indian audiences. This method has proven to be very effective in worker recruitment.

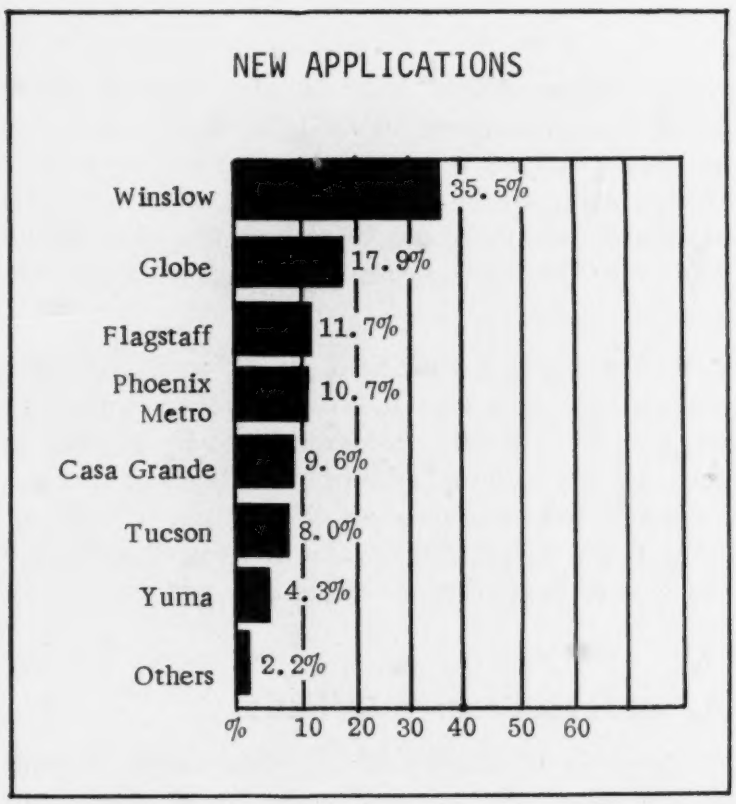
B. Applications

The number of Indian applicants in the active files of the ASES were greater in 1970 than in any previous year. New Indian applications in 1970 failed to reach the 1969 total, but reached the second largest total ever.

NEW APPLICATIONS

In 1970, a total of 8,993 Indians registered for the first time with the ASES. This represents a decrease of just over 10%, or 1,003 fewer applicants than 1969. Winslow and its branch offices serving the Navajo and Hopi reservations accounted for 35.5% of all new applicants. Globe and its branch offices on the Fort Apache and San Carlos reservations accounted for 1,613 new applicants, while 1,056 went to Flagstaff and its branch offices on the Navajo Reservation. This year, all the Phoenix, Mesa, and Glendale offices are tabulated together and show a combined total of 959 new Indian applicants, while Casa Grande had 866, Tucson offices had 729, Yuma had 385, and all other offices totaled 195.

Registrations were highest in June, when new applications totaled 1,543. The total is nearly twice as high as any other month and is attributable to the many Indian students entering the job market at the end of the school year. November is normally the slowest month, and 1970 was no exception with only 544 applications.



ACTIVE APPLICATIONS

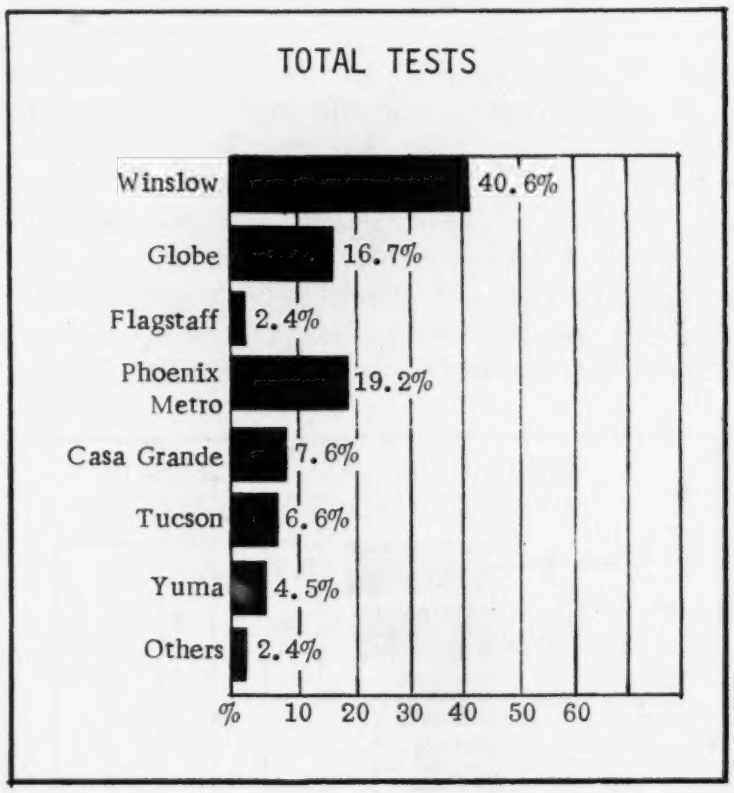
In 1970, Indian applications in the active files of all ASES local offices showed a monthly average of 3,321, which was an increase of 361 over the 1969 average of 2,960. The Winslow offices had the largest number with an average of 1,391 per month, with Flagstaff, Globe, and Phoenix offices following with 564, 412 and 348 applications, respectively. The increase in number of active applications at the same time new applications decreased is attributable to the general economic slowdown during 1970. Since fewer jobs were available, applications were carried over for a longer period of time, and subsequently counted more often (monthly).

C. Services

ASES offices administered fewer tests, but conducted more counseling interviews for Indians in 1970 than in 1969.

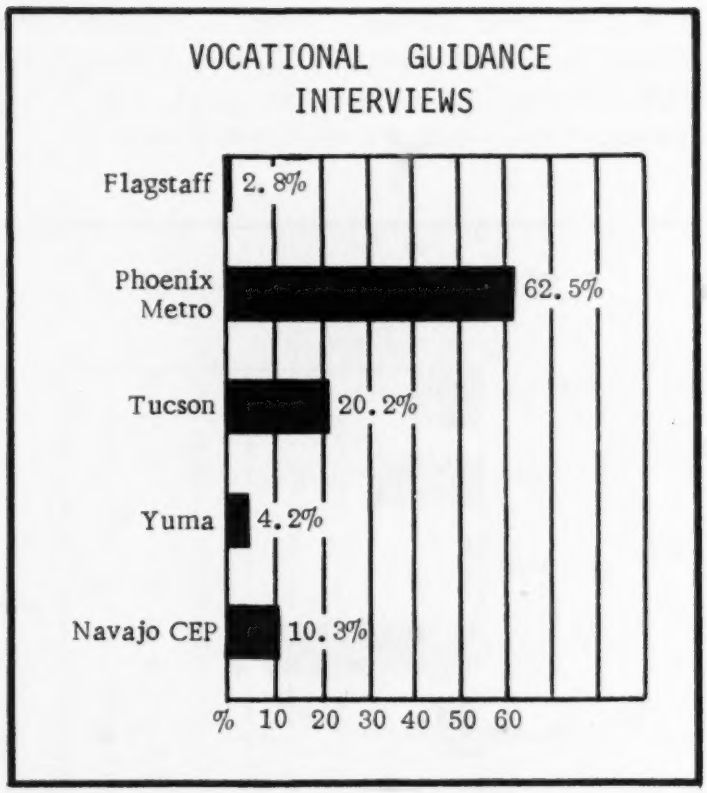
TESTING

The ASES offices administered 1,513 aptitude and proficiency tests to Indians in 1970, down 695 from last year, as a result of a decreasing dependence on testing as a vocational guidance tool. This represents the fewest number of tests since 1966. Winslow offices once again administered the largest number, 615, or over 40% of the total.



VOCATIONAL GUIDANCE

A total of 787 vocational guidance interviews with Indians were conducted by ASES counselors during the year. The total is the highest since 1962 and is 110 higher than last year. The Phoenix offices conducted over 62% of the total, or 492 interviews.



D. Placements

Indian placements in different jobs in 1970 totaled 19,595. The drop from 20,412 placements last year was more than accounted for by the decrease of 2,395 placements at the Phoenix offices for nonagricultural jobs.

NONAGRICULTURAL PLACEMENTS

Nonagricultural placements totaled 12,226, which was down from 1969 when 13,686 Indians were placed. Phoenix accounted for the largest number of placements, 5,631, which was 46% of the total. Globe placed 2,708, Winslow found jobs for 1,737, and Tucson offices placed 1,187 Indians.

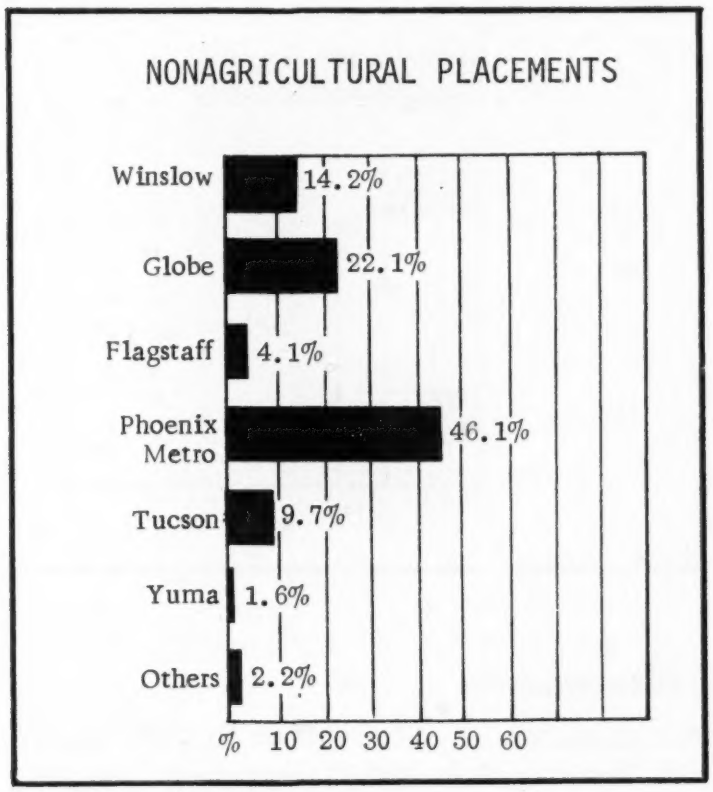
Professional, Sales, and Clerical

Indian placements in professional, sales, and clerical occupations in 1970 totaled 571, which was a 32% increase over last year's 431. Winslow offices accounted for 180 of the total, and Phoenix, Globe, and Flagstaff followed with 178, 100, and 43, respectively.

Service

The 3,634 service jobs filled in 1970 represented almost 30% of all nonagricultural placements made for Indians. Nearly 60%, or 2,117, were

filled by the Phoenix offices. Tucson offices placed 915, while the Winslow and Flagstaff offices serving the Navajos and Hopis recorded 402 placements in this occupational group.



Trade and Industrial

Industrial occupational categories are the following: processing occupations (e.g., processing of metals, foods, paper, wood, petroleum, chemicals, etc.); machine trades (e.g., metal machining and working, paper working, printing, wood machining, textile occupations, etc.); bench work occupations (e.g., fabrication, assembly and repair of scientific apparatus, electrical equipment, plastics, wood products, etc.); structural work occupations (e.g., welding, painting, plastering, excavating, paving, construction occupations, etc.); and miscellaneous occupations (e.g., motor freight transportation, packaging and materials handling, mineral extraction, logging, utilities, amusement and recreation occupations).

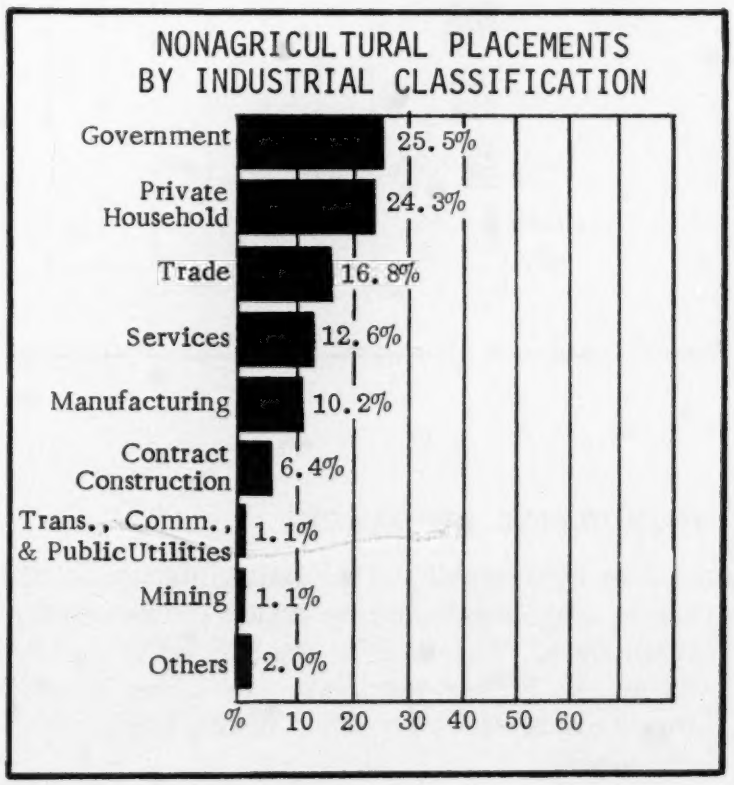
Referral activities resulted in 82 placements of Indians in processing occupations, 139 in machine trades, and 519 in bench work occupations in 1970. Structural work accounted for 1,213 placements during the year. Over 47% of this total were placed by the Phoenix Area offices. The placements ranged from skilled to unskilled occupations in all phases of the construction industry.

During the year, 3,167 job openings in miscellaneous occupations were filled by Indians. The majority, 75%, were placed by the Phoenix offices. The principal miscellaneous occupations in which Indians were placed consisted of materials handler, truck driver, service-station attendant, loader and unloader, and delivery man.

Industrial Classifications

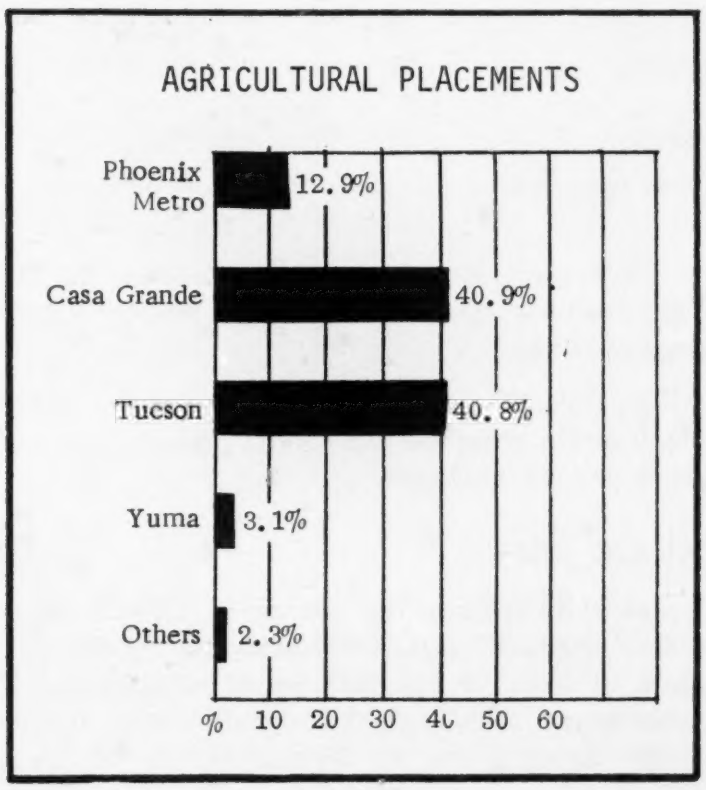
Placements by major industrial classification are divided as follows: mining, 135; contract construction, 777; manufacturing, 1,247; transportation, communication, and public utilities, 140; wholesale and retail trade, 2,058; services, 1,545; private household (domestic service performed in private households, i.e., cooks, maids, butlers, gardeners), 2,966; government, 3,116; other (forestry, fisheries, finance, insurance, and real estate), 242.

Fire fighting is an important source of employment for Indians. Fire fighters are counted in the services occupations and in the government (federal) industrial classification. The ASES recorded nearly 2,000 placements in fire fighting with the U. S. Forest Service and the Branch of Forestry, BIA. There are over 500 "card-carrying" fire fighters on the Navajo and Hopi reservations, and this number is almost equally divided between members of the two tribes. The fire fighter's card is issued by the U. S. Forest Service and signifies that the holder meets the prescribed medical standards and skill requirements of a fire fighter.



AGRICULTURAL PLACEMENTS

Indians were placed on 7,369 agricultural jobs through the ASES in 1970, up 643 from last year. Agricultural placements of Indians have shown a declining trend over the past few years, from a high in 1962 of 19,250 to a low of 6,726 in 1969 (see Table VI in the Appendix). This declining trend follows the national pattern in agricultural placements, although a leveling off is taking place. Also, improved worker retention practices have reduced turnover, and the fact that housing for seasonal farm workers has had to meet more stringent standards has been an added factor in the decline in agricultural placements. Housing for migrant workers in Arizona must be approved by the ASES before clearance orders are accepted. With better housing, Indians may tend to stay at a particular farm longer.



Many Navajo Indians were recruited for preharvest and harvesting occupations in neighboring states. However, the requests for such workers are declining because of mechanization and improvements in technology. The Casa Grande Local Office placed Indians on 3,012 agricultural jobs in 1970. The greatest numbers were employed between May and December during lettuce preharvest and harvest operations. Papagos, Maricopas, and Pimas from reservations in this area were placed throughout the year in irrigation work and in general farm work. Most of these Indians own and cultivate small plots of land and so have harvesting and irrigating skills to offer their employers. Tucson offices placed 3,003 Indians on agricultural jobs.

Indians were placed on 316 farm jobs by the Yuma Local Office, mostly for the winter lettuce preharvest and harvest work.

Indians in Maricopa County are recruited from the Gila River, Salt River, and Fort McDowell reservations and among the many off-reservation Indians who reside in the Phoenix area. The Phoenix Farm Office and the Mesa Farm Office accounted for 953 placements. These placements were year-round in preharvest operations of most major crops in the county, but especially in lettuce preharvest and harvest activities, and in green onion harvest.

E. Human Resource Development

The development of employability among Indian workers to improve their competitiveness in the job market is a continuing program of service provided by the ASES, as well as by other agencies. The Manpower Development and Training Act (MDTA), and the training programs it can provide, is the primary vehicle utilized by the Employment Service for job skill development of Indian manpower resources. As needs are identified, programs are developed which teach usable and competitive job skills, as well as provide educational upgrading and other prevocational preparation essential for learning and using these job skills.

In addition to identifying training needs and developing training programs with the State Department of Vocational Education, the ASES also recruits, selects, and refers Indian workers to training, provides supportive counseling services during training and assists the Indian trainee to secure employment after training.

INDIAN MDTA PROJECTS IN 1970

Occupation (s)	Training Location	Approved Training Positions	Training Period
Institutional			
Electronics Assembler	Fort Defiance	160	12-69/ 7-70
Logger Cooperative Cluster	Fort Defiance	80	9-70/11-71
Multioccupational E&D	Mt. Lemmon	100	9-70/ 8-71
Prevocational Orientation	San Carlos	155	8-70/ 2-71
Diesel Mechanic	San Carlos	15	8-70/ 8-71
Nurse Assistant	San Carlos	20	8-70/ 4-71
Law Enforcement	San Carlos	10	10-70/ 4-71
Cooperative Cluster	San Carlos	30	8-70/ 8-71
Culinary Cluster	San Carlos	20	11-70/11-71
Management Trainee	San Carlos	20	11-70/11-71
Clerical	San Carlos	20	11-70/11-71
Cooperative Cluster E&D	Phoenix	80	6-70/ 7-71
OJT			
Indian Development District of Arizona	Statewide	224	10-69/ 8-71
Ironworkers' Reservation Apprenticeship Program	Statewide	50	9-69/ 8-71
Western Apprenticeship Association	Statewide	75	8-69/ 2-71
Ironworkers' Reservation Apprenticeship Program	Statewide	78	12-70/11-71

There are two kinds of MDTA projects, institutional and on-the-job (OJT) training. In 1970 the following MDTA projects were sponsored for Indians.

The ASES also worked closely with the Bureau of Apprenticeship and Training, Indian reservation officials, Bureau of Indian Affairs staff, and employers to promote apprenticeship opportunities for qualified Indians both on and off reservations. The ASES continued to advise Indian youths of apprenticeship training available and referred interested youths to the appropriate apprenticeship committees.

Another significant manpower resource development activity is the technical assistance provided to educators in identifying and promoting vocational education programs in schools that serve Indian reservations and Indian youths. Through employment counseling services, Indians are also encouraged to prepare for employment by taking training in needed job skills through the variety of training sources available to them. In attempting to increase the employability of Indian youth, the ASES also referred a number of them to Job Corps training centers and Neighborhood Youth Corps openings.

In 1970, the ASES continued to sponsor the Work Incentive Program (WIN) on the San Carlos and Gila River reservations.

NAVAJO CEP

A contract between the Office of Navajo Economic Opportunity (ONEO) and the ASES was signed in 1968 for the purpose of establishing a Concentrated Employment Program (CEP) on the Navajo Reservation. In November, the Navajo CEP Center was established at Steamboat Canyon in a former Bureau of Indian Affairs boarding school. In May 1970, the Navajo CEP Center moved to Gallup, New Mexico.

Navajo CEP provides outreach, recruitment, job development, counseling, coaching and supportive services. To adequately cover the 14,000 square miles, Manpower Specialists have been stationed at Kayenta, Tuba City, Page, Chinle and the Window Rock-Ft. Defiance area.

One of the unique features of this program is that the enrollees in Gallup are housed and boarded at the facility. The skill training facility is located at Ft. Defiance, 30 miles from the Gallup Center; daily transportation is provided to enrollees.

All members of the ASES Navajo CEP staff are Navajos, except the Counselor. The basic purpose of Navajo CEP is to reduce unemployment and underemployment among a portion of the residents living in Arizona on this Reservation. To accomplish this purpose, three major objectives have been determined as the most appropriate:

1. Coordinating the public and private resources available to the Navajo Reservation population into a program which results in substantial job opportunities for residents of the Reservation.
2. Developing programs which seek to overcome factors limiting employment, such as lack of transportation, lack of housing and reluctance to relocate.
3. Integrating the functions and services of existing programs so that the Navajo population can be better served by these programs.

These objectives are being accomplished through the utilization of the Employability Development Team concept and by basic education where necessary, pre-job orientation, vocational guidance, training, retraining, job development, follow-through after placement, labor supply and demand surveys, and placement assistance for 300 residents of the Arizona portion of the Reservation.

IV.
OTHER AGENCIES SERVING ARIZONA INDIANS

In addition to the Arizona State Employment Service, there are many organizations, public and private, that offer assistance and services to Arizona Indians in such areas as health, housing, land development, electricity, etc. However, this section will deal mainly with those agencies which provide manpower or supportive services.

A. Arizona Commission of Indian Affairs

The Arizona Commission of Indian Affairs is a state agency which endeavors to improve manpower services to Indians. It was created in 1953 by the Arizona State Legislature primarily to consider and study conditions among Indians residing within the state. Studies are undertaken by the Commission in order to accumulate, compile, and assemble information which can be used by legislators in their investigations of Indian affairs, as well as by other agencies concerned with Indian problems.

The Commission also:

cooperates with all Indian-concerned organizations—local, statewide, and national;

makes possible the contacts between tribal or off-reservation leaders and those organizations and individuals who are interested in helping solve Indian problems;

surveys tribal chairmen to learn their suggestions, and to explain procedures not clearly understood;

visits tribal council members at their meetings to answer any questions and to explain the functions of the Commission;

surveys areas bordering reservations to determine the prevailing climate of cooperation and communications and to find ways of helping the Indian and non-Indian communities get together;

reports information to help the various reservations have a better understanding of each other's progress and problems.

The Arizona Commission of Indian Affairs cooperates closely with other agencies. Because of the Commission's neutral nature, it coordinates state, federal, county, and tribal efforts in a concentrated attempt to maximize the utilization of the human resources of Arizona Indians. The Commission is presently endeavoring to increase their services in this area and others through legislative action.

B. Bureau of Indian Affairs

Under the U. S. Department of the Interior, the Bureau of Indian Affairs (BIA) is providing a variety of services to Indians.

EMPLOYMENT ASSISTANCE BRANCH

The Employment Assistance Branch of the BIA is responsible for providing manpower services to Indians. There are two Area Employment Assistance offices in Arizona, one serving the Navajo area and one in the Phoenix area, both providing the following manpower services: direct employment (job placement), vocational guidance and counseling, referral to adult vocational training, on-the-job training, and apprenticeship training. Employment Assistance personnel (many of whom are Indians) in the 14 offices throughout the state place Indians in jobs not only in Arizona, but also in other parts of the United States. The offices provide economic assistance for, and pay the traveling expenses of, Indians (and their families) who are placed in jobs outside of Arizona.

In Fiscal Year 1970 the Navajo Area had 356 job placements, with 337 of the applicants placed in jobs in the Arizona portion of the Reservation. During the same period, the Phoenix Area office

assisted 123 Indians in out-of-state jobs and a total of 432 Indians within the state. Under the President's Youth Opportunity Campaign program a total of 353 Arizona Indian youths were placed on summer jobs in the state.

Besides the placement of jobseekers, the Employment Assistance Branch of the BIA is active in Indian human resource development. The foundation of such activities is Public Law 959, enacted in 1956 and designed mainly to help underemployed and unemployed adult Indians living on or near reservations to obtain reasonable and satisfactory employment through vocational training. The services authorized under the law include vocational counseling and guidance, institutional training in recognized vocations and trades, on-the-job training, and apprenticeship training. This

training is provided at accredited trade and vocational schools at locations near the reservations as well as ten locations throughout the United States.

In Arizona, 50 different training courses are offered to Indians at 30 different facilities. A few of the Adult Vocational Training (AVT) programs are: accountant, automobile body repairman, automobile mechanic, barber, bookkeeper, carpenter, draftsman, dressmaker, stenographer, computer programmer, welder, machinist, nurse, medical-dental technicians and aides, electrical and electronic technician, and law enforcement. The majority of Arizona Indians are given institutional training in Phoenix, Oakland, and Los Angeles.

During the 1970 Fiscal Year, a total of 451 Arizona Indians entered Adult Vocational Training through the Phoenix Area: 254 received training in Arizona and the remainder were trained in centers located outside the state. Also, 305 were placed in on-the-job training projects in Arizona. Twenty-eight people were assisted to become indentured into building construction apprentice programs. The Navajo Area, in the same period, referred 425 Arizona Indians to AVT: 50 Navajos received training in Phoenix and the rest were trained in centers in other states. The Navajo Area branch placed 254 Arizona Indians in on-the-job training projects in the Arizona portion of the reservation.

Indians who are unable to pay their own expenses are granted financial assistance for: transportation to place of training and subsistence enroute, maintenance during the course of training, and training and related costs. If a trainee has a family, its members travel with him to the training site and are given subsistence pay also.

The BIA, like the ASES, also refers Indian youth to various Job Corps programs.

C. Chandler Career Center

The Chandler Career Center was created in February 1969 as a facility for training the unemployed and underemployed residents for the jobs becoming available in the Chandler area. The Center is operated under a U. S. Department of Labor MA-JOBS contract awarded to a nonprofit consortium of local businessmen known as Creative Localism, Inc. The contract provides for the actual operation of the Center to be performed by General Learning Corporation, the educational affiliate of General Electric Company and Time, Incorporated.

The Center approaches companies for pledges of worthwhile jobs for the hard-core unemployed—mostly Indians, Mexican Americans, and Negroes. The jobs are pledged by socially concerned companies with bona fide manpower shortages. The job developer explains the program and assists in defining the job so that the most appropriate employee can be found and then trained very specifically for that job.

The selected hard-core unemployed first take a physical examination, then do a self-diagnosis for job interest and ability. These and all ensuing steps are recorded on the trainee's individual progress chart. Matched with a specific job pledge, each man or woman is then educated and counseled in the skills to hold that job with that company. A counselor who knows the job, the company, and the new employee personally brings the individual to his new job. The counselor tries to anticipate the problems which normally keep the hard-core unemployed from

succeeding and the company from understanding. Other services provided by the Center are bus transportation, medical, dental, legal, and child-care services, as well as family counseling.

The Center utilizes several types of audio-visual equipment, many of which are self-teaching devices for use by trainees. Equipment includes closed circuit TV, 8mm projectors, filmstrip devices, recorders, and cameras. Some of the equipment can be taken home by trainees for more practice. Staff members make tapes and films in actual work situations, and these are used to acquaint trainees at the Center with working conditions and noise levels. Tapes are also used to teach consumer education, how to file income taxes, safety, plant operations, etc.

D. Indian Community Action Project

Under Title II of the Economic Opportunity Act passed by Congress in 1964, the idea of Community Action Programs was born, an idea based on the conviction that people directly affected by poverty are best able to determine their needs and the best type of action necessary to solve their problems. Thus Indian people began analyzing their problems and started formulating plans with which to combat their predicaments. The Indian Community Action Projects (ICAP) came into existence to provide the local Indian communities with training and technical assistance which was necessary to carry out the CAP programs efficiently.

The Arizona ICAP was first established at the Arizona State University under the College of Education in 1965. ICAP remained at ASU until May 30, 1970, at which time the grant was awarded to the Arizona Affiliated Tribes, Inc., a non-profit corporation composed of representatives of ten (10) tribes in Arizona and one tribe at Winterhaven, California.

The purpose of this project is to assist the tribes in developing and managing the Community Action Programs on their reservations. The ICAP office provides such services to Arizona Indians as technical assistance and training. The staff is concerned primarily with helping tribes (at their own request) to write proposals for funding, to improve their administrative procedures, to coordinate the CAP projects with other governmental poverty programs, and to secure funds from all possible sources to finance planned programs. The training services provided by ICAP are fundamentally community information training, skills training, and Head Start training. The skills training includes preparing Indian personnel in administrative and office procedures so that they will be able to manage their own CAP projects. Part of the training staff provides in-service instruction for teachers, aides, cooks, bus drivers, and school administrators who participate in the Head Start program on Indian reservations. The prime objectives of ICAP are to bring about major and permanent gains in individual and community self-confidence and initiative, foster Indian community economic development, and create employment opportunities for the poor. ICAP is an important promoter of Indian Human Resource Development. Since its inception, the Indian Community Action Project has fostered

interest and cooperation in the program from other state and federal agencies. There is now a CAP office serving each of the following: Colorado River, Hualapai, Havasupai, Hopi, White Mountain Apache, San Carlos Apache, Salt River, Gila River, Papago, Pascua Yaqui, and in part, the Quechans at Fort Yuma.

E. Indian Development District of Arizona

The Indian Development District of Arizona (IDDA) was formed in the fall of 1967 in order to create economic development and jobs on Indian lands for the benefit of both Indian citizens and their non-Indian neighbors. Composed of 17 reservations, 15 in Arizona and 2 in California, it was organized and is jointly sponsored by the tribes to strengthen each in its respective endeavors. A state-chartered nonprofit corporation, IDDA represents united tribal effort and an effective association with non-Indian neighbors for planning economic development effort. It employs its own professional staff, utilizing a 75% grant-in-aid provision of the Economic Development Act.

IDDA is composed of five planning areas, each with its own professional staff, and coordinated by a central office in Phoenix. The five planning areas are:

Areas	Offices	Reservations
North Central	Polacca Moccasin	Hopi Kaibab-Paiute
Northwest	Prescott	Yavapai Hualapai Havasupai Camp Verde
Apache	Whiteriver San Carlos	Ft. Apache San Carlos
South Central	Salt River (near Scottsdale) Sacaton Sells	Salt River Gila River Papago Ft. McDowell Ak-Chin
Colorado River	Parker Ft. Yuma (near Yuma)	Colorado River Ft. Yuma Ft. Mohave Cocopah

Each field office is oriented toward creating job opportunities, while the main office works at creating profit-making ventures and seeking projects under the federal programs, including social, cultural, industrial, and community development.

IDDA, under Department of Labor manpower programs, sponsors Neighborhood Youth Corps (NYC), Operation Mainstream (OM), and On-the-Job training (OJT) programs on Indian reservations. The Neighborhood Youth Corps has three components, in-school, out-of-school (dropouts), and summer. Through the in-school and summer programs, students earn money for clothing and school expenses and are exposed to realistic work experiences. The prime object of the out-of-school program is to encourage the dropout to return to school or, if that is not possible, to ascertain skills and interests and find suitable training for the enrollees.

The Operation Mainstream program is for persons over 21 years of age. Approximately one-third of these trainees are hired permanently by the agency in which they receive work experience.

The On-the-Job training program has placed 243 men and women in training, and 123 have satisfactorily completed the training and are permanently employed. A good portion of the remainder are still in training.

The 1971 Summer NYC program has a number of innovative concepts and training positions. Borderline or failing students are given the opportunity to attend certified classes and receive credits. Many young men are working with the U. S. Forest Service. A team of dental students from the University of Southern California will have NYC enrollees working as aids on the Fort Apache Reservation, and the student American Medical Association will use NYC enrollees on seven reservations.

These Department of Labor manpower programs are one of IDDA's principal strengths and contribute approximately $1,750,000 per year in work experience wages to the reservations throughout Arizona.

The Southwest Indian Youth Center, sponsored by IDDA, is located on Mt. Lemmon near Tucson. The Youth Center has been in operation approximately one year and can list the following accomplishments: one student is entering the University of Arizona during the summer of 1971; seven

students will be entering Pima College in Tucson in the fall of 1971; 14 students will be attending summer school in the Tucson public schools; and seven students are in off-center placements in vocational assignments. A total of 76 young people are presently living at the Mt. Lemmon facility or at the newly opened Half-way House in Tucson.

IDDA was awarded a Plan B Public Service Careers program July 1, 1970. The allocation was 75 entry and 25 upgrade positions. The training and hiring is being done on the reservations. Jobs and training are being carefully selected in order to give the employee-trainees skills which will not limit their employment to certain areas, but give maximum vocational and educational skills in order that they may successfully compete for employment anywhere. Jobs include automobile service mechanics, ski-lift operators and maintenance men, archaeological aids, surveyors, secretaries, bookkeepers, and child care aids.

The fact that the employees are trained on the reservation, rather than on location, has greatly aided the program. Absenteeism is minimal and turnover has been small. There is great flexibility in the program as to the determination of length of training time, and cost per employee-trainee, but most of the training contracts are six months to a year in length.

Many other agencies are cooperating with the program for the benefit of the employees. NYC and OM staff have made numerous referrals, thus completing a work-experience to regular-employment ladder.

One of IDDA's successful projects is the Arizona Indian Business Development Program, which provides technical assistance and management services to Indians who want to start their own small businesses. Fifteen such businesses are now in operation on the 17 reservations, and 15 more have business loans approved.

This program also provides management assistance as required for tribal enterprises and Indian profit-making corporations. It has been responsible for the development of two manufacturing businesses under IDDA sponsorship. One is the Arizona Indian Milk Products, Inc., a brokerage-type operation working with a large firm in Phoenix. Plans are to set up a processing plant on the Gila River Reservation to distribute dairy products to Indian schools. (This would necessitate a contract with the Bureau of Indian Affairs.) The other is American School Table Manufacturing and Research Corporation which will manufacture patented sewing machine tables and institutional furniture. A plant will be built on the Salt River Reservation industrial park near Scottsdale.

The Business Development Program operates under technical assistance grants from the Economic Development Administration and the Small Business Administration. There are six Indian field men working in the Planning Areas along with a professional and clerical staff in the Central Office of IDDA.

F. Phoenix and Tucson Indian Centers

There are two major centers in Arizona which provide services and a meeting place for off-reservation Indians. A description of each of the centers follows.

Phoenix Indian Center, Inc.

Initiated in May of 1969, the Phoenix Urban Indian Project of the Phoenix Indian Center is an organization which serves the off-reservation Indian. The project had well over 4,000 contacts for service, information, and referral from May 1, 1969 to May 1, 1970. These contacts were from

Indians representing over 76 tribes. The purpose of the Phoenix Indian Center is to be of service to the off-reservation and migrant Indian as follows:

1. Inform the off-reservation and migrant Indian of services available to him.
2. Make these services more accessible to the off-reservation and migrant Indian.
3. Make the off-reservation and migrant Indian more aware of the agencies and the policies under which they operate.
4. Act as a clearing house for problems of the off-reservation and migrant Indian.
5. Provide a comfortable atmosphere for Indians where they can get help from other Indians.
6. Press for an accurate, dignified and informed treatment of the Indian in public agencies, and the mass media presentations.

All available agencies and resources are used by the project in order to provide services to Indians. These services include: family services, counseling, delinquency assistance, income management,

debt counseling, legal service, health referral, employment assistance (vocational counseling, job placement, job development), and an alcoholic program.

The Phoenix Indian Center is governed by a board of directors, and receives financial support from United Fund and LEAP.

Tucson Indian Center

The Tucson Indian Center, located at 120 West 29th Street, is a project of the American Indian Association, Inc. of Tucson, and is a delegate of the Committee for Economic Opportunity. Funds are received from these two organizations, also from donations and special fund-raising projects. Although the Center can serve any of the minorities or disadvantaged, it is visited mostly by Indians, and it is a meeting place for the Indian population of the city.

Directed by a board of 16 members, the Center is staffed by a director, a counselor, and several volunteers, who give assistance and referral services to people with problems of health, welfare, employment, alcoholism, and education. It also provides transportation for those who need it, and food programs, especially for children. Evening programs are sponsored by the Center, including educational tutoring and movies for recreational purposes. A swimming pool was donated, and a basketball court is available, both beneficial in providing recreational opportunities for out-of-school youth.

Through the first five months of 1970, the Tucson Indian Center has served an average of about 390 walk-ins a month. Also, it is used by other people for such activities as survey or employment projects, or for individual purposes—some of which can provide additional revenue for the Center.

G. Western Apprenticeship Association

Started in August of 1967, the Phoenix Chapter of the Western Apprenticeship Association operates exclusively for Indians, under the auspices of the building and construction trades. It is recognized and supported by the Phoenix Building Trades Council, Associated General Contractors, the Bureau of Apprenticeship and Training, and the State Apprenticeship Council. Federally funded, the Association covers the entire state and works with many and varied agencies in promoting and developing apprenticeship opportunities both on and off the reservations. The program works closely with the Apprenticeship Information Center which now provides statewide coverage.

The Association also conducts promotional work in both the Bureau of Indian Affairs schools and public schools on the reservations in order to get young Indian men interested in apprenticeship programs and to explain how they operate. Since program inception, about 6,000 Indian youth have been made aware of this special apprenticeship program with about 500 making application and over 200 being indentured.

The Association is continuing its efforts to obtain preferential employment clauses for Indians in construction projects on Indian reservations when Federal funds are involved.

In cooperation with the Bureau of Apprenticeship and Training, Arizona State Employment Service and Arizona State Department of Vocational Education, two preparatory training courses got underway in early 1971. One training site is at Sacaton on the Gila River Indian Reservation, and the other is at Page, just off the Navajo Reservation.

H. Indian Manpower Technical Assistance Center

Established on July 1, 1970, at Northern Arizona University, the Indian Manpower Technical Assistance Center provides training and technical assistance to selected Indian Manpower Specialists and to American Indian tribes and organizations throughout the United States in the area of manpower program development.

The problem on which the Center is focusing is that of the severe underdevelopment of human resources on Indian reservations and among non-reservation Indians. In order to reduce this problem, the Center is assisting Indian tribes and organizations to develop their own expertise to plan, generate, and implement effective manpower programs for the Indian population. By training Indian manpower personnel and tribal officials in the techniques and methods of manpower program development, the Center works within the concept of Indian self-determination.

In the first year of operation, 26 Indian Manpower Specialist interns were enrolled in a series of five seminars. The content of the series was designed to familiarize the interns with the specifics of manpower program development, and includes the following topics:

1. Identification of Indian manpower problems within the economic and social context of the reservation.
2. Mobilization of community resources.
3. Government manpower policy and programs.
4. Proposal writing.
5. Comprehensive manpower planning.

The technical assistance function of the Center is still in a formative stage; the aims and direction of future programs and services to be offered by the Center are being formulated as significant findings of manpower program needs are developed.

V.
INDIAN MANPOWER RESEARCH

Until recently, there were no authoritative data on the Indian manpower resource problem. Recognizing the need for this type of data, the Arizona State Employment Service planned a series of studies on Indian manpower in Arizona. The objective of this series, known as the Indian Manpower Research Program, was to provide information necessary for dealing with the problems of unemployment and underemployment of Indians.

In 1968, two of these studies in the Indian Manpower Research Program were completed: the first, by the ASES on the Navajo Reservation, and the second, by Arizona State University under contract from the ASES on the Fort Apache, San Carlos, and Papago reservations in Arizona, as well as on two reservations in New Mexico. A follow-up study on the Navajo Reservation—the Employer Demand Survey—was conducted by the ASES and Navajo Community College in late 1969. Following are summaries of the findings in these studies.

A. Navajo Manpower Study

In 1966, the ASES, in cooperation with the Navajo Tribal Council, the Office of Navajo Economic Opportunity, the Bureau of Indian Affairs, and the U. S. Public Health Service, developed the first full-scale Indian manpower resource study in the United States. All of these agencies cooperated with the ASES in carrying out the survey in early 1967. The study, published by the Bureau of Indian Affairs, was designed to identify the characteristics, problems, and potential of the Navajo labor force and to identify the types of assistance programs needed by Navajos to improve their employment and economic conditions. Following is a summary of this Navajo reservationwide sample survey.

CHARACTERISTICS OF THE NAVAJO MANPOWER RESOURCE

Slightly more than half of the men and less than half of the women claimed some spoken and written proficiency with the English language. Of the remainder, 32.2% of the men and 51.0% of the women, claimed no knowledge of English at all.

The median educational level of the Navajo out-of-school population is approximately five grades completed. Over 20,000 Navajos have completed five years of schooling or less.

The total number of women in the labor force (16,000) is greater than the number of men (15,750). Forty-four percent of the men and 30% of the women over 65 years of age were reported to be in the labor force, compared with 27% and 10%, respectively, in the United States as a whole.[1]

Only 37.3% of those defined to be in the labor force were employed at the time of the survey. The employment rate was about 40% for the over 35 year old group, and was the lowest among teenagers who were mostly school dropouts.

Of the total nonemployed (because of the deviation from the normal definition of "unemployment," the term "nonemployed" will be used), two-thirds were between the ages of 20 and 44. The nonemployed totaled just over 20,000, and slightly over 80% had completed eight years of schooling or less.

B. Manpower Resources on Five Southwestern Reservations

The second in the series of Indian Manpower Resources studies began in late 1967 and was completed in 1968. Results were published in early 1969 under the title: **Indian Manpower Resources in the Southwest: A Pilot Study.**[2] Under

[1] The definition of labor force utilized in this study is not strictly comparable with the national definition and would lead to a higher participation rate calculation among the Navajo.

[2] Benjamin J. Taylor and Dennis J. O'Connor, **Indian Manpower Resources in the Southwest: A Pilot Study,** Arizona State University, 1969.

contract from the ASES, this project was conducted by the director of the Bureau of Business and Economic Research, College of Business Administration, Arizona State University. The survey covered three reservations in Arizona: the Fort Apache, Papago, and San Carlos, and two reservations in New Mexico: the Pueblos of Acoma and Laguna. The following are some of the findings from this study.[3] (For more detailed information about each individual reservation, please see the complete study.)

GENERAL CHARACTERISTICS OF INDIAN MANPOWER RESOURCES

The study of the five reservations revealed that the median age of the Indian population was generally lower than that of the total population of the United States.

The average educational grade level completed was 9-11 years, except for Papagos with a 7-8 year median, while the United States as a whole had 12.3 years.

To most of the Indians surveyed, English is only a second language. Between one-half and three-fourths of all Indians interviewed used an Indian language or dialect in the home.

Only the Acomas and Lagunas had a majority of workers employed full time (ten months or more a year). The employment rate for the areas surveyed was less than 50%, and most of the jobs available were part time or seasonal. The study also revealed that many Indians in all age groups have never worked.

Many Indians from all five reservations have withdrawn from the labor force, and give the following reasons: lack of work, lack of schooling, training, or experience; age; and inability to arrange for child care. The most important reasons mentioned were family responsibilities and physical and personal handicaps.

Since, as the survey revealed, these Indians were confronted by a lack of employment opportunities, it is obvious that they must have other sources of income in order to survive. Some of the sources mentioned were: gifts from children, relatives, or churches; assistance payments from the Bureau of Indian Affairs and other public or private agencies; social security; unemployment compensation; veterans payments; pensions; sale of property.

Over half of all families on these reservations had incomes below the poverty level of $3,000 annually.

[3] From the summary in the **Arizona Law Review,** 10: 579-596.

C. Employer Demand Survey on Navajo Reservation

Constituting the first census of employers of its kind on the Navajo Reservation, a mail-out Employer Demand Survey was conducted in October of 1969 by the Arizona State Employment Service and Navajo Community College. The primary purpose of the survey was to obtain information from all employers in the Navajo Area concerning their employment patterns, occupational make-up, current job openings, and anticipated needs for new workers during the next year. This information will be used to aid the College in curriculum planning, and to assist the ASES in planning training programs for the Navajo CEP and WIN programs. The results of the survey were made available in late 1970. A copy can be obtained from the BIA or the Navajo Tribe. A summary of findings was also published in **Manpower Services to Arizona Indians, 1969.**

VI.
APPENDIX

TABLE I

SELECTED STATISTICS ON ASES SERVICES TO ARIZONA INDIANS BY LOCAL OFFICE

1970

Office	New Applications	Monthly Average Active Applications on File	Counseling Interviews	Total Tests Given	Placements	
					Nonagricultural	Agricultural
TOTAL	8,993	3,321	787	1,513	12,226	7,369
MARICOPA CO. DISTRICT						
Phoenix, Mesa, and Glendale Offices	959	348	492	291	5,631	953
NORTHERN DISTRICT						
Flagstaff	1,056	564	0	36	504	149
Globe	1,613	412	0	252	2,708	5
Kingman	44	8	0	11	49	0
Prescott	67	18	0	18	59	0
Winslow	3,190	1,391	0	615	1,737	0
Navajo CEP	45	10	81	2	0	0
SOUTHERN DISTRICT						
Bisbee	5	3	0	0	28	0
Casa Grande	866	231	22	116	111	3,012
Douglas	1	0	0	0	8	11
Nogales	0	0	0	0	1	0
Yuma	385	71	33	68	192	228
Safford	33	10	0	5	11	8
Tucson Offices	729	216	159	99	1,187	3,003

TABLE II

PLACEMENT OF INDIANS BY LOCAL OFFICE AND BY OCCUPATIONAL GROUP

1970

Office	Total	Professional Technical & Managerial	Sales & Clerical	Service	Farming, Fishery, Forestry & Rel.	Processing	Machine Trades	Bench Work	Structural Work	Miscellaneous	Total Nonagricultural	Agricultural
TOTAL	19,595	122	449	3,634	2,901	82	139	519	1,213	3,167	12,226	7,369
MARICOPA CO. DISTRICT												
Phoenix, Mesa, and Glendale Offices	6,584	19	159	2,117	22	61	59	75	730	2,389	5,631	953
NORTHERN DISTRICT												
Flagstaff	653	5	38	192	93	16	4	6	78	72	504	149
Globe	2,713	41	59	55	1,897	1	53	190	91	321	2,708	5
Kingman	49	0	0	23	0	0	2	1	13	10	49	0
Prescott	59	0	1	36	0	0	0	3	11	8	59	0
Winslow	1,737	37	143	210	837	0	11	161	163	175	1,737	0
Navajo CEP	0	0	0	0	0	0	0	0	0	0	0	0
SOUTHERN DISTRICT												
Bisbee	28	0	13	7	0	0	1	0	5	2	28	0
Casa Grande	3,123	1	8	31	2	0	0	26	15	28	111	3,012
Douglas	19	1	0	0	1	0	0	0	1	5	8	11
Nogales	1	0	1	0	0	0	0	0	0	0	1	0
Yuma	420	13	6	44	22	0	2	48	35	22	192	228
Safford	19	0	1	4	1	0	0	0	2	3	11	8
Tucson Offices	4,190	5	20	915	26	4	7	9	69	132	1,187	3,003

TABLE III

PLACEMENT OF INDIANS BY LOCAL OFFICE AND BY INDUSTRY

1970

Office	Total	Agricultural	Mining	Contract Construction	Manufacturing	Trans., Comm. & Public Util.	Trade	Services	Private Household	Government	Other
TOTAL	19,595	7,369	135	777	1,247	140	2,058	1,545	2,966	3,116	242
MARICOPA CO. DISTRICT	6,584	953	2	541	651	95	1,686	590	1,856	31	179
NORTHERN DISTRICT											
Flagstaff	653	149	3	19	30	13	107	161	42	121	8
Globe	2,713	5	103	61	209	0	10	447	46	1,831	1
Kingman	49	0	3	2	3	0	12	17	8	2	2
Prescott	59	0	2	2	5	0	1	8	37	3	1
Winslow	1,737	0	0	90	197	16	112	175	107	1,034	6
Navajo CEP	0	0	0	0	0	0	0	0	0	0	0
SOUTHERN DISTRICT											
Bisbee	28	0	0	4	2	0	8	0	1	13	0
Casa Grande	3,123	3,012	0	6	36	1	11	20	22	9	6
Douglas	19	11	1	1	2	2	1	0	0	1	0
Nogales	1	0	0	0	1	0	0	0	0	0	0
Yuma	420	228	0	23	52	8	38	17	16	35	3
Safford	19	8	0	1	0	0	3	1	5	1	0
Tucson Offices	4,190	3,003	21	27	59	5	69	109	826	35	36

TABLE IV

INDIAN PLACEMENTS BY MONTH AND BY INDUSTRY

1970

MONTH	TOTAL	Agricultural	Mining	Contract Construction	Manufacturing	Trans., Comm. & Public Util.	Trade	Services	Private Household	Government	Other*	Total Nonagricultural
TOTAL	19,595	7,369	135	777	1,247	140	2,058	1,545	2,966	3,116	242	12,226
January	1,137	359	15	78	95	18	186	81	252	32	21	778
February	1,139	234	22	51	149	12	236	100	271	46	18	905
March	1,155	317	8	64	70	25	165	131	335	25	15	838
April	1,248	214	17	81	113	5	259	99	375	57	28	1,034
May	1,691	856	19	59	115	5	169	94	319	39	16	835
June	2,850	1,766	10	46	142	18	229	124	264	230	21	1,089
July	4,414	1,515	6	70	60	19	140	448	187	1,942	27	2,899
August	1,358	414	10	79	170	15	153	99	176	223	19	944
September	1,239	449	11	82	77	6	151	123	166	150	24	790
October	1,319	374	5	53	153	7	161	100	168	276	22	945
November	848	257	8	59	51	10	111	77	179	80	16	591
December	1,197	614	4	55	52	0	98	69	274	16	15	583

*Includes Forestry, Fisheries, Finance, Insurance and Real Estate.

TABLE V

AGRICULTURAL PLACEMENTS BY MONTH AND BY LOCAL OFFICE

1970

MONTH	TOTAL	Phoenix Farm, Mesa	Flagstaff	Globe	Casa Grande	Douglas	Yuma	Safford	Tucson
TOTAL	7,369	953	149	5	3,012	11	228	8	3,003
MONTHLY AVERAGE	614	79	12	—	251	1	19	—	250
January	359	162	0	0	160	0	35	0	2
February	234	166	0	0	3	10	17	0	38
March	317	85	0	0	208	0	16	0	8
April	214	52	27	0	122	0	8	0	5
May	856	107	0	0	371	0	0	5	373
June	1,766	72	0	0	428	0	58	0	1,208
July	1,515	52	0	0	462	0	13	0	988
August	414	38	0	0	268	0	16	0	92
September	449	79	41	0	308	0	11	0	10
October	374	47	69	4	216	0	10	0	28
November	257	14	0	0	215	0	25	2	1
December	614	79	12	1	251	1	19	1	250

TABLE VI

INDIAN PLACEMENTS IN THE STATE OF ARIZONA BY INDUSTRY
1960-1970

Industry	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
TOTAL	22,271	31,435	32,626	30,955		28,741	25,264	21,001	23,323	20,412	19,595
Mining	205	163	124	79		93	61	57	60	179	135
Contract Constr.	789	811	1,042	822	N	435	530	612	928	815	777
Manufacturing	713	605	786	685	O	844	621	988	1,220	1,512	1,247
Trans., Comm. & Public Util.	89	87	138	106	R	133	164	150	162	222	140
Trade	1,260	1,385	1,676	1,691	E	1,906	2,282	2,310	2,842	3,092	2,058
Services	1,076	2,126	2,036	2,276	P	3,865	1,692	1,784	1,796	1,907	1,545
Private Household	3,929	4,700	4,888	4,482	O	4,411	4,803	4,795	5,084	4,746	2,966
Government	3,672	5,307	2,484	4,501	R	1,512	2,428	2,035	1,319	960	3,116
Other	97	118	202	192	T	232	236	196	279	253	242
Total Nonag.	11,830	15,302	13,376	14,834		13,431	12,817	12,927	13,690	13,686	12,226
Agriculture*	10,441	16,133	19,250	16,121		15,310	12,447	8,074	9,633	6,726	7,369

*In State only

TABLE VII

SELECTED STATISTICS ON ASES SERVICES TO ARIZONA INDIANS
1960-1970

ASES Services to Indians	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
New Applications	4,680	4,544	4,842	5,461	NO	5,596	5,123	5,721	8,638	9,996	8,993
Counseling	1,196	697	847	501	REPORT	396	447	647	395	677	787
Tests	697	1,092	906	916		1,261	1,463	2,338	1,968	2,208	1,513